

Message Text

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SUBJ: STUDY OF INTERNATIONAL ORGANIZATIONS

REF: DALE-GRIP TELCON OF JAN 11

1. FOLLOWING TEXT MAY MEET THE REQUIREMENT FOR AN INPUT ON MEPC AS A CASE STUDY OF ACHIEVING U.S. OBJECTIVES THROUGH INTERNATIONAL ORGANIZATIONS: BEGIN TEXT. AN EXAMPLE OF THE WAY IN WHICH U.S. DOMESTIC INTERESTS AFFECT U.S. GOVERNMENT DECISION MAKING AND BECOME TRANSLATED, IN TURN, INTO U.S. FOREIGN POLICY INITIATIONS THROUGH THE SKEIN OF INTERNATIONAL ORGANIZATIONS MAY BE SEEN IN THE ACTIONS TAKEN BY THE U.S. GOVERNMENT, AND EMBRACED BY THE INTERNATIONAL COMMUNITY, REGARDING POLLUTION OF THE SEAS AS A CONSEQUENCE OF THE TRANSPORT OF OIL. FOLLOWING SUCH EVENTS AS THE SANTA BARBARA OIL SPILL AND THE GROUNDING OF THE TORREY CANYON IN THE ENGLISH CHANNEL, CONSIDERABLE INTEREST MOUNTED AMONG ENVIRONMENTAL GROUPS, THE CONGRESS AND OTHERS TO BRING SUCH ENVIRONMENTAL THREATS UNDER EFFECTIVE CONTROL. AN IMMEDIATE OPPORTUNITY FOR POSSIBLY EFFECTIVE INTERNATIONAL CONTROL APPEARED TO BE THAT OF WORKING THROUGH THE INTERGOVERNMENTAL MARITIME
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CONSULTATION ORGANIZATION (IMCO) WITH ITS ESTABLISHED INTERNATIONAL REGULATORY CONTROLS. ACTION IN THIS DIRECTION ALREADY HAD BEEN LAUNCHED BY THE UNITED KINGDOM AND FRANCE, BOTH VICTIMS OF THE TORREY CANYON OIL SPILL.

2. IN AUTUMN 1971 THE ASSEMBLY ADOPTED A U.S. PROPOSAL DELCARING THAT AN INTERNATIONAL CONFERENCE ON MARINE POLLUTION SHOULD BE

CONVENED IN 1973 AND SHOULD HAVE AS ITS MAIN OBJECTIVES THE ACHIEVEMENT, BY 1975 IF POSSIBLE BUT CERTAINLY BY THE END OF THE DECADE, THE "COMPLETE ELIMINATION OF THE WILDFILL AND INTENTIONAL POLLUTION OF THE SEAS BY OIL AND NOXIOUS SUBSTANCES OTHER THAN OIL, AND THE MINIMIZATION OF ACCIDENTAL SPILLS." THIS WAS RESPONSIVE TO THE GROWING ENVIRONMENTAL CONCERNS WITHIN THE UNITED STATES AND SERVED TO FOCUS THE SUBSTANTIVE ACTIVITIES OF IMCO ON THIS NEW PRIORITY AMONG U.S. CONCERNS REQUIRING INTERNATIONAL AGREEMENT.

3. THE CONFERENCE WAS HELD AS SCHEDULED AND ELABORATED THE 1973 IMCO CONVENTION ON MARINE POLLUTION, AND IN THIS CONVENTION THE UNITED STATES ACHIEVED ITS BASIC ENVIRONMENTAL GOALS IN THIS AREA. HAVING ACHIEVED OUR SUBSTANTIVE INTERESTS, IT REMAINED TO ESTABLISH AN ORGANIZATIONAL FRAMEWORK WITHIN WHICH TO HOUSE THE CONVENTION, TO IMPLEMENT IT, AND TO STRENGTHEN IT OVER THE COMING YEARS. IT SEEMED DESIRABLE TO US TO ACCOMPLISH THIS WITHIN THE FRAMEWORK OF THE EXISTING IMCO ORGANIZATION FOR A NUMBER OF REASONS: IMCO HAD A RECORD OF BEING EFFICIENT-- IT HAD BEEN FAIR AND RESPONSIVE TO UNITED STATES INTERESTS, AND IT WAS A SPECIALIZED AGENCY OF THE UNITED NATIONS DEALING WITH MATTERS RELATING TO OCEAN SHIPPING. HOWEVER: THERE WERE TWO ORGANIZATIONAL PROBLEMS: ONE WAS THAT NOTHING IN THE CHARTER OF IMCO SPOKE OF MARINE POLLUTION; THE SECOND WAS THAT THE EXISTING FRAMEWORK WITHIN THE ORGANIZATION TENDED TO LEAVE MARINE POLLUTION SUBSERVIENT TO MARITIME SAFETY INTERESTS.

4. AS A RESULT OF INTER-AGENCY DISCUSSIONS WITHIN THE UNITED STATES, WHICH INVOLVED A NUMBER OF GOVERNMENT AGENCIES AND UNCLASSIFIED

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CONSULTATIONS WITH ENVIRONMENTAL AND INDUSTRIAL INTERESTS, IT WAS DECIDED THAT MARINE POLLUTION WITHIN IMCO SHOULD BE DEALT WITH BY A MAJOR COMMITTEE HAVING LEAST EQUAL STATUS WITH THE EXISTING MAIN COMMITTEE HAVING TO DO WITH MARITIME SAFETY. THIS WAS NECESSARY IN ORDER TO CONVINCE ALL ENVIRONMENTAL INTERESTS THAT IMCO WOULD, IN FACT, TREAT MARINE POLLUTION AS A CO-EQUAL AMONG ITS PRINCIPAL CONCERNS. AT THE IMCO COUNCIL SESSION IN SPRING 1973--FOUR MONTHS PRIOR TO THE 1973 POLLUTION CONFERENCE--THE UNITED STATES PROPOSED THAT IMCO ESTABLISH SUCH A NEW COMMITTEE, TO BE STYLED THE MARINE ENVIRONMENT PROTECTION COMMITTEE (MEPC); THAT THIS COMMITTEE BE CHARGED WITH ALL MARINE POLLUTION FUNCTIONS, INCLUDING THOSE EMANATING FROM THE 1973 MARINE POLLUTION CONVENTION; THAT IT BE STAFFED INDEPENDENTLY OF THE OTHER IMCO COMMITTEES; AND THAT ITS MEMBERSHIP BE OPEN TO ALL IMCO MEMBERS. (TO ADD EMPHASIS TO OUR PROPOSAL, THE UNITED STATES ENLISTED THE SUPPORT OF THE CHAIRMAN OF THE PRESIDENT'S COUNCIL ON ENVIRONMENTAL QUALITY, WHO JOINED THE DELEGATION TO THAT COUNCIL SESSION AND PRESENTED THE UNITED STATES PROPOSAL.) THE COUNCIL

READILY ADOPTED THIS PROPOSAL AND RECOMMENDED TO THE ASSEMBLY THAT IT FORMALLY CREATE THIS NEW POLLUTION CONTROL COMMITTEE. AN AD HOC WORKING GROUP WAS CONVENED IN JULY 1973 TO DRAFT A DETAILED PROPOSAL FOR ASSEMBLY ACTION. THE 1973 CONVENTION WAS ELABORATED BETWEEN THE COUNCIL SESSION AND THE NEXT IMCO ASSEMBLY. (IN THE TEXT OF THE CONVENTION WE WERE ABLE TO UTILIZE THE PHRASE "AN APPROPRIATE BODY" OF IMCO WHEREVER IT WOULD HAVE BEEN APPROPRIATE TO MENTION THE AS YET NON-EXISTENT MEPC.) OUR EFFORTS WERE ENTIRELY SUCCESSFUL. THE CONVENTION LANGUAGE REQUESTED IMCO TO ACT AS THE DEPOSITORY FOR THE 1973 CONVENTION, AND ASSIGNED A NUMBER OF FUNCTIONS UNDER THE CONVENTION TO "THE APPROPRIATE BODY" OF IMCO. AT THE IMCO ASSEMBLY IN NOVEMBER 1973 THE MARINE ENVIRONMENT PROTECTION COMMITTEE WAS CREATED AS A COMMITTEE OF THE ASSEMBLY. IT WAS GIVEN STATUS EQUAL TO THE OTHER MAIN IMCO COMMITTEE, AND ARRANGEMENTS FOR SUITABLE STAFFING WERE PROVIDED FOR.

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5. THE NATIONAL URGE TO PRESS FORWARD IN THIS AREA HAD CAUSED US TO FIND AREAS OF CONSTITUTIONAL ACCOMODATION TO PERMIT THIS NEW INTERNATIONAL ACTIVITY TO BECOME ESTABLISHED. WE FOUND INTERNATIONAL SUPPORT FOR DOING SO, HOWEVER, AND MOVED ON TO INSTITUTIONALIZE THE MEPC MACHINERY FORMALLY. WHEN A CHARTER REVIEW WAS UNDERTAKEN IN 1974-1975, THE UNITED STATES WAS ABLE TO TAKE ADVANTAGE OF THAT OPPORTUNITY TO ENLARGE THE LANGUAGE OF THE IMCO CONVENTION TO RECOGNIZE THE PREVENTION OF MARINE POLLUTION AS ONE OF THE TWO PRINCIPAL CONCERNS OF IMCO AND TO INSCRIBE WITHIN THE CONVENTION SPECIFIC LANGUAGE PROVIDING A CHARTER FOR THE MEPC.

6. BECAUSE OF ITS ADVANCED STAGE OF TECHNOLOGY AND POPULAR AWARENESS OF THE PROBLEMS ARISING OUT OF CONTEMPORARY APPLICATIONS, THE UNITED STATES HAS A PECULAIRLY SENSITIVE INTEREST IN ASSURING RESPONSIVENESS OF THE INTERNATIONAL COMMUNITY TO THE TECHNOLOGICAL PROBLEMS IT MAY BE AMONG THE EARLIEST TO CONTEND WITH. THE STORY OF THE ESTABLISHMENT OF MEPC, AND THE REVISION OF THE IMCO CHARTER FOR THIS PURPOSE, ILLUSTRATES THE CAPACITY OF INTERNATIONAL ORGANIZATIONS TO RESPOND TO OUR INTERESTS IN THIS, AND TO SERVE AS AVENUES FOR ORGANIZING INTERNATIONAL RESPONSES TO PROBLEMS WE MAY BE AMONG THE FIRST TO PERCEIVE--AND TO PROBLEMS FOR WHICH THERE ARE NO NATIONAL SOLUTIONS. END TEXT. CATTO

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